

IN THE SENATE OF THE UNITED STATES.

MAY 9, 1860.—Ordered to be printed.

Mr. DAVIS submitted the following

REPORT.

*The Committee on Military Affairs and the Militia, to whom was referred the resolution to inquire into the expediency of paying the officers of the army and of the marine corps a gross sum per annum in lieu of the commutations, &c., as now allowed by law, having had the same under consideration, report :*

This subject has been frequently considered by Congress without arriving at any feasible substitute for the present plan of paying the army. The following letter from the Adjutant General of the army is so full and satisfactory, in response to this inquiry, that it is here inserted as a part of this report :

ADJUTANT GENERAL'S OFFICE,  
Washington, February 21, 1856.

SIR: In obedience to your instructions of the 16th, I have the honor to submit the following report on the resolution of the Military Committee of the House of Representatives of February 15, 1856, requesting the Secretary of War "to communicate his opinion upon the propriety and effect of establishing a fixed salary or compensation for all officers of the army of the United States in lieu of rations, allowances, and emoluments of every kind; and also to state what difference, if any, should be made in the compensation of officers of the same rank engaged on special duty."

The project of substituting a fixed salary for the present mode of compensating the army has often engaged the attention of Congress, but it has been hitherto found impracticable to devise a scale that would meet the ever-changing circumstances of the service and at the same time do justice to individual interests. It is not, indeed, seen how any specific sum can be given to every member of a particular grade, irrespective of the character of his duties, without creating great pecuniary inequality between officers of the same rank. For this reason, it is presumed, the practice of European countries has always been to grant certain allowances to their armies in addition to their ordinary pay; and, as the duties of our army are more varied than those of any other, the argument in favor of such contingent emoluments in our service derives thereby additional force. Commands are fluctuating from day

to day; officers are continually called upon to perform new and unexpected duties; some are serving with the troops at frontier stations, occupying public quarters, and provided with fuel cut in the vicinity of the post, or purchased for them; others are employed in the staff departments, separated from the troops, or engaged on the recruiting service in the large cities, where there are no public quarters. Both of these classes are faithfully serving the government, and their duties are equally important; yet if the latter, whose expenses are the greater, be not paid a commutation for the quarters and fuel which are furnished gratuitously to the former, they will be compelled to provide them out of their own means, and will thus actually receive, to that extent, a less compensation than is given to the more favored class. Other objections to the adoption of a *salary* system might be enumerated, but the whole matter is so ably set forth in a report on the subject made by the late Paymaster General Towson that I cannot do better than invite attention to his views. (Please see Rep. No. 467, House Representatives, Twenty-third Congress, first session, vol. 5, pp. 11 to 16.) General Towson, apart from his noble integrity of character, was particularly qualified to form an opinion on this subject, having been a regimental officer, in the receipt of pay proper and allowances, prior to his appointment to the *salaried* office of paymaster general. The Hon. Mr. Watmough, chairman of the select committee, in his report of May 17, 1834, (page 2 of document above cited,) thus speaks of General Towson's views:

"This communication embraces every topic involved in the consideration of army pay and emoluments, and is believed to be *conclusive*, in all respects, *against the principle of annual compensation* in lieu of pay and allowances, as at present established."

Since the date of the above report a new feature has been introduced into the pay of the army, in rewarding length of service by what is commonly known as the allowance of "service rations." A similar provision exists for the rank and file, in granting the old soldier an increase of his monthly pay for each successive enlistment. This feature, it is thought, should be retained in the pay system, whatever other changes may be introduced; for, while eminently equitable in itself, it affords, perhaps, the only means of discriminating between veteran troops and new levies. The country can afford to pay a *small* and well-instructed army liberally; but, in fixing a scale of compensation, the contingency of having to raise a *large* force, and the necessity of paying all alike, cannot be disregarded. This difficulty the provision in question happily avoids, and without engendering jealousies or discontent on any side.

It will be perceived from the foregoing that my convictions are adverse to the adoption of a fixed salary as a compensation in *full* for the services of officers. Nevertheless, as my views in regard to a proper scale of pay are requested, I venture, after much reflection on the subject, to submit the following projet, stopping at the grade of colonel for reasons that will readily suggest themselves to you:

To a second lieutenant, per annum.....	\$1,000
To a first lieutenant, per annum.....	1,500
To a captain, per annum.....	2,000
To a major, per annum.....	2,500
To a lieutenant colonel, per annum.....	3,000
To a colonel, per annum.....	3,500

It might be proper to give a small additional increase of pay to regimental adjutants and company officers, acting in the quartermaster's and commissary's departments.

In connection with the above, or any other, salary scale, there are certain contingencies for which, it seems to me, provision should, in fairness, be made. These are the allowances to officers on duty of quarters and fuel, either in kind or a moneyed equivalent; the supplying cavalry and other officers, whose duties require them to be mounted, with public horses and forage, as the same are now provided for *enlisted* men, during such time as may be actually necessary to a proper discharge of those duties; the allowance of transportation, either in kind or a moneyed equivalent, to officers traveling under orders; and lastly, permission to officers to purchase from the commissary's department, according to fixed rates, a reasonable amount of subsistence when on duty at places where such supplies cannot conveniently be otherwise obtained.

The last clause of the resolution of the committee relates to the propriety of making a difference of pay between officers engaged in their ordinary duties and those employed on special service. On this point I am of opinion that no discrimination should be made, as the regulation of the whole subject of detail rests with the President, and the officer is bound to obey the orders given him, without reference to their being personally distasteful or agreeable. I think, however, that *unemployed* officers ought not to be in the receipt of *full* pay; and I would, therefore, respectfully suggest that a deduction of — per cent. should be made in all cases where an officer may be absent from his post or station, and not on duty.

I have the honor to be, sir, your obedient servant,

S. COOPER,

*Adjutant General.*

Hon. JEFFERSON DAVIS,

*Secretary of War.*

And, concurring in these views and opinions, the committee ask to be discharged from further consideration of the resolution.

